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United States Department of State

Washington, D.C. 20520

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August 23, 1993

RELEASED IN PART
B3, CIACONFIDENTIAL
MEMORANDUM

TO:	NSC	-	Richard Clarke
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			Jennifer Ward
	OSD/PK/PE	-	Sara Sewall
			Richard Brennan
	OSD/ISA/AFR	-	James Woods
			LTC Mike Harvin
	JCS/J-5	-	ADM Frank Bowman
			LTC Piotter
	OMB	-	Gordon Adams
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	IO/PHO	-	John Brims
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	IO/UNP	-	Joseph Snyder
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FROM: AF - Edward Brynne⁴⁸

SUBJECT: Peacekeeping in Rwanda

We invite you to attend a meeting on Thursday, August 26 at 3 pm at the State Department, room 6245, to discuss the proposed peacekeeping operation in Rwanda and related issues with U.S. Ambassador to Rwanda, Robert Flaten. You have already received our Memorandum in Support of a UN Peacekeeping Operation in Rwanda and Outline of Operation's Mission, dated August 9, 1993 (circulated to all addressee offices and attached for your convenience). We believe that a meeting with Ambassador Flaten will greatly facilitate creation of an interagency consensus on this crucial issue and we look forward to your attendance.

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UNITED STATES DEPARTMENT OF STATE
REVIEW AUTHORITY: JOHN L. MILLS
DATE/CASE ID: 26 FEB 2003 200101636

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This matter has gained even greater urgency since our last interagency meeting on August 6. Both the Rwandan Government and the RPF have made demarches on the U.S. seeking support for rapid deployment of a neutral international force (NIF) to allow the planned broad-based transitional government to form and to begin implementation of the peace accords. In addition, the French have informed USUN that they believe rapid deployment of a 500-man UN force in Kigali is the key to the success of the operation and that they envision an overall force of roughly 1000 troops. The French hope to reach quick agreement with us on the general parameters of a peacekeeping mission so that we can speak to the UN Secretariat with a common voice. The French proposal, although more expansive, is similar in many respects to AF's proposed peacekeeping force.

A 14-person UN reconnaissance team has already been dispatched to Rwanda to examine the need for a peacekeeping force. The team is expected to submit its internal technical report to the Secretary General on September 4. After the reconnaissance mission returns, we would like to discuss its findings with the UN Secretariat and provide our input prior to the preparation of the Secretariat's final report. However, we must have an agreed U.S. position if we wish to provide truly constructive and meaningful input.

Attachment:

As stated:

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Clearance: AF/C:ARender *AK by AK*

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MEMORANDUM IN SUPPORT OF A UN PEACEKEEPING
OPERATION IN RWANDA AND OUTLINE OF OPERATION'S MISSION

On August 4, after over one year of negotiations, the Rwandan Government and the RPF signed a final peace accord in Arusha, putting a formal end to nearly three years of war. There is now an immediate need for deployment of a UN-led Neutral International Force (NIF) in Rwanda to provide the necessary security for the installation of the planned broad-based transitional government and to begin the process of implementing the peace accords.

By acting now, we can preserve the momentum of the peace process and reduce the likelihood that additional peacekeepers will be needed later. If the international community fails to act quickly, the peace process may ultimately unravel, leading to renewed fighting and continued emergency humanitarian assistance to the one million displaced (expected to cost the USG at least \$35 million this year).

Background

The peace accord provides that the broad-based transitional government will come into being within 37 days of the signing, which would be September 10. At that time, RPF officials are expected to join the new coalition government. Before they can enter the government, however, there must be adequate security for them in Kigali.

The peace agreement provides that a Neutral International Force (NIF) will ensure implementation of the accords, and both sides have requested that the UN provide this force. The parties expect the NIF to create the necessary climate of security for creation of the coalition government.

Under the accords, RPF officials can bring a security force of up to 600 lightly armed troops to Kigali, but the officials and their security force will not enter the capital until the NIF has been deployed and the French have withdrawn their troops. The RPF has indicated that the NIF must contain at least 500 men before they will join the government. The parties have also agreed that the NIF should oversee the disarmament, force integration, and demobilization process set forth in the peace protocols.

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Proposed Mandate for the NIF

We propose deployment of a modest UN peacekeeping force for the purpose of creating a climate of security to facilitate the formation of the broad-based transitional government. Based on information from the field, we estimate that a force of 500 would be sufficient; however, the exact size of the force cannot be determined until the UN has completed its study of the issue and we have fully consulted with the Secretary General's office and the other members of the Perm Five (particularly France).

We propose that this modest force be funded through the regular UN assessment system. Assuming a force of 500, the USG's estimated assessed share would be \$4 million for an initial deployment of 6 months.

The proposed force would fit a traditional Chapter VI mission. Both sides have requested and consented to the force, a ceasefire is in place and has been holding since March, the parties have signed a formal peace accord, hostilities have been suspended, and the parties are already separated by a buffer zone monitored by the NMOG.

After the transitional government begins to function, the UN can examine the need, if any, for additional peacekeepers to oversee stage two of the peace process: disarmament, force integration, and demobilization. However, once the new coalition government is up and running, confidence might be high enough to allow stage two to proceed without the need for additional deployment of international peacekeepers.

Proposed Mission for the NIF

The UN will need to send a reconnaissance team as soon as possible to assess the situation on the ground and to make recommendations on the size and role of the NIF. Until this process has been completed, we cannot define the NIF's mission with certainty. In addition, the other members of the Perm Five (particularly France) will have their own views on the appropriate mission, and the ultimate scope of the force's mandate will necessarily reflect the views of the various interested parties.

The following proposed mission statement is based on our current understanding of the situation, but we would want to take into account the recommendation of the UN experts. In addition, we will have to consult with other Security Council members and confirm with the two sides that this mandate is politically acceptable to all parties.

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Estimated Size: 500 (which could include former NMOG contingents converted to UN command)

Proposed Type: Blue-helmeted peacekeepers, with light arms only

Principal Purpose: To create a climate of security and confidence, as envisioned by the signatories to the Arusha accords, so that the RPF can enter Kigali and the transitional government can begin functioning.

Proposed Principal Location: Kigali area, with discrete excursions outside Kigali for escort and other limited agreed purposes.

Proposed Duties and Responsibilities:

(NB: This list is illustrative and is subject to revision depending on the outcome of the UN assessment report and further consultations with the Secretary General, the Perm Five, the Security Council generally, and the two sides.)

1. Monitor and reinforce the GOR's security for the institutions of the transitional government.
2. Monitor and reinforce the GOR's security for the first contingents of RPF officials (civilian and military) returning to Kigali.
3. Monitor the impartial maintenance of public order by the security forces under the control of the transitional government.
4. Monitor the GOR's planned search for illegal arms caches in Kigali.
5. Oversee the encampment, disarmament, and integration of the first group of soldiers only. (Exact location to be determined by the NIF commander.)
6. Provide technical assistance to any NMOG elements that may be deployed in the capital to assist in the above process.
7. Assess the situation on the ground throughout the deployment period and advise the Secretary General when and if it appears that additional peacekeeping troops are required.

NB: Deployment of this force is not intended to commit the UN to, or preclude the UN from, deploying additional troops for any later phase of the peace implementation process.

Proposed Length of Duty: For an initial period of six months, and subject to review every six months, and not beyond the holding of national presidential and legislative elections.

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